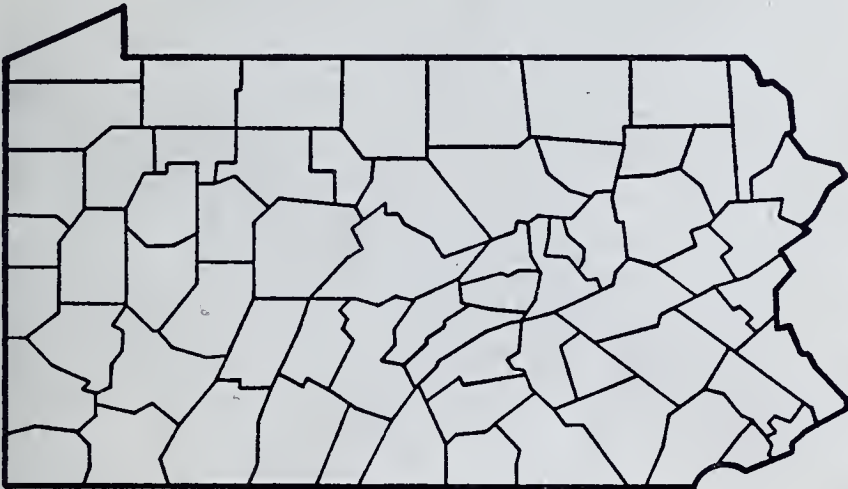


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COMMONWEALTH OF PENNSYLVANIA

POST-WAR PLANNING COMMISSION



INTERIM REPORT

JULY, 1944—JULY, 1945

PENNSYLVANIA POST-WAR PLANNING COMMISSION

Created by Act of General Assembly No. 51

April 28, 1943

MR. H. W. PRENTIS, JR., Chairman
Lancaster, Pa.

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Erie, Pa.

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Interim Report

July, 1944—July, 1945

**PENNSYLVANIA POST-WAR PLANNING
COMMISSION**

Harrisburg, Pennsylvania

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Pennsylvania. Post-War
Planning Commission.
Interim report, July, 1944-
July, 1945

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LETTER OF TRANSMITTAL
COMMONWEALTH OF PENNSYLVANIA
PENNSYLVANIA POST-WAR PLANNING COMMISSION
HARRISBURG

Lancaster, Pa.
July 23, 1945.

THE HONORABLE EDWARD MARTIN,
Governor of Pennsylvania,
Harrisburg, Pa.

DEAR GOVERNOR MARTIN:

The members of the Post-War Planning Commission were appointed by you in June, 1944. The first meeting of the Commission was held early in July. The Legislature convened in January, 1945 so the period that the Commission had at its disposal in which to develop a suggested program for legislative action by the recent General Assembly was limited. With the time and facilities available, the Commission discharged to the best of its ability its function as an advisory body to the State Government. On your recommendation the General Assembly has extended the life of the Commission and placed in its hands the administration of a fund of \$1,000,000 to encourage the preparation of plans and specifications for desirable post-war public works by the political sub-divisions of the State. While the work of the Commission will therefore continue, it seems appropriate at this time to submit the accompanying condensed summary of its activities to date.

Respectfully submitted,

H. W. PRENTIS, JR.,
Chairman.

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INTRODUCTION

The Pennsylvania Post-War Planning Commission was established by an Act of General Assembly on April 28, 1943, and was organized in June, 1944. Since its inception it has directed its efforts to the study of the State's post-war needs and the development of a program designed to assist in the over-all economic objective of bringing men, materials and machines together in peacetime production with as little strain during the period of transition as possible.

Created as an advisory agency to the Governor, most of the Commission's effort has been directed at the upper strata of State activities. The legislation establishing it, however, was broad in scope and hence some of its projects, such as Industrial Employment Stimulation, Housing, Aid to Political Sub-Divisions in Planning for Post-War Public Works, etc., have reached down to the local level. The primary objective of the Commission, however, has been to discharge its obligation to the Governor and the State by applying itself to the consideration of the post-war needs of the Commonwealth in general.

Having this in view, the Commission early listed the following projects for study and investigation: Industrial Employment Stimulation, Highways and Bridges, Housing, Conservation and Development of Natural Resources (including a special study of Mineral Resources), Agriculture, Stream Pollution Abatement, Education, Fiscal and Tax Policy, State Institutions and Port Development. The most pressing phases of most of these projects were immediately investigated through existing State agencies and recommendations thereon submitted to the Governor. However, the long-range problems of the Development of Natural Resources, Agriculture, Stream Pollution Abatement and Port Development, along with such correlated matters as Soil Erosion, Reforestation, Water and Flood Control, Recreation, etc., could not be handled in adequate fashion by such procedure. Recognizing the need for continued study of these questions, therefore, the Commission, with the approval of the Governor, has created a permanent Committee on Conservation to investigate and report periodically on the strategic policies here involved.

In the work of the Commission the various State Departments and other arms of the State Government have been consulted and their staffs utilized in formulating the Commission's recommendations, which, wherever possible, have been broken down into short-term and long-term programs. The hearty thanks of the Commission are extended to all the State Departments and agencies which have so generously given it their time and assistance. Without their cooperation it would have been impossible to consummate such work as the Commission has thus far been able to accomplish in the comparatively brief period of its existence.

The last General Assembly authorized the continuation of the Post-War Planning Commission under the original enabling Act. It seems appropriate, therefore, that the Commission should now submit an interim report describing the progress it has been able to make in discharging the responsibilities assigned it by the General Assembly and the Governor.

INDUSTRIAL EMPLOYMENT STIMULATION

The Commission recognizes the fact that employment stimulation is both an integral part of, and the desired end result of all its efforts. The Commission has, in consequence, set it up as an independent project, in charge of the Department of Commerce. The Department in turn, has received upon recommendation of the Commission and the Governor's approval, an appropriation deemed reasonably adequate for the immediate objectives sought.

The principles underlying the program which has been projected on a State-wide basis, are as follows:

- (1) Broad expansion of productive employment in Pennsylvania is contingent upon an expansion of business primarily in the manufacturing and processing fields.
- (2) The problem obviously must be approached in terms of local and regional employment conditions.
- (3) Increase of production and employment is definitely possible through
 - (a) more efficient organization,
 - (b) more effective use of available material, machinery and manpower,
 - (c) cost reduction in some instances from more economic location,
 - (d) lower prices and hence expanded distribution and consumption in the lower income markets.

General publicity, field activity, research, education, and legislation, with emphasis placed on the importance of taxation and fiscal policy, are all factors in encouraging industry to locate in the State.

The first booklet in the series covered by the program entitled "Let Your Business Grow in Pennsylvania" has been given wide distribution to date. It was placed by direct mail with industries both in and outside the State. Local Chambers of Commerce and other development organizations have been requesting it in considerable quantities for use in local promo-

tional efforts. It was distributed also to the newspapers, through which, in editorials and news items, it received wide publicity.

The following additional booklets are now available and copies may be secured from the Department of Commerce:

Pennsylvania's Post-War Opportunities for Service Men and Women

Pennsylvania's Rich Markets

Community Self-Appraisal—How It Works and Why

How to Expand Local Industry

Small Enterprises for Small Towns

Pennsylvania's Assets—Labor; Markets; Power; Diversified Industry; Prosperous Agriculture; Raw Materials; Cooperative Government; Good Living Conditions; Well Distributed Population

Check List of Services of the State Department of Commerce

Close contact has also been maintained with the Chambers of Commerce of the State and representatives of public utilities, with the dual purpose of improving cooperative relationships in the handling of new industry prospects and developing data on recent unemployment conditions and trends. Regional conferences, sponsored by the Department of Commerce and the Department of Internal Affairs, have proved very helpful in bringing about increased local interest. Such conferences will be continued in the future.

In the offices of the power companies, the railroads, Chambers of Commerce and industrial real estate firms in the State, there is a steady stream of inquiries concerning industrial locations in Pennsylvania. The Department of Commerce is being called upon constantly by these agencies for technical and economic data pertinent to such inquiries. In this advisory capacity it has made available the facilities of its staff, and has thus been of invaluable help in local efforts to bring more industries to Pennsylvania. Considerable magazine and newspaper advertising is being carried on to point out the advantages that the State offers to businesses of every description.

HOUSING

The need for additional housing accommodations brought about by deferred construction during the war emergency, and the stimulation of employment and industry as the result of post-war building, made it highly desirable for Pennsylvania to have a well-rounded housing program ready for operation at the close of the war.

The Commission attacked first those aspects of the housing problem that required legislation in the session of the Legislature of 1945. As a result, the bills suggested by the Commission's staff were adopted substantially as recommended in all cases, except in respect to the bill relating to investment by life insurance companies. An Urban Redevelopment Law, a Redevelopment Cooperation Law, and a Life Insurance Company Investment Law were enacted as well as a statute revitalizing the State Board of Housing and making an appropriation to it for the current biennium of \$75,000. These laws are more fully described below.

There is still, however, much to be done, under two general heads: first, a long range study should be undertaken to complete a well-rounded housing program, including such subjects as city planning, zoning and sub-division control, public housing, disposition of war housing, limited dividend companies, housing standards—their maintenance and control—and rural housing; and second, the stimulation of action under the laws that have just been placed in the statute books.

(1) *Studies.* The studies just mentioned should be carried out as rapidly as possible by the State Board of Housing, supplied as it now is with an adequate appropriation. Their quality and value will depend upon the caliber of the State Board of Housing and the ability of the Board's staff. Only with well-qualified personnel can a good job be done.

(2) *Action.* The Life Insurance Company Investment Law merely authorizes investments. Energetic efforts must be taken to stimulate action. This is especially true in view of the restrictive amendments added to the bill before its final passage.

The Urban Redevelopment Law is merely an enabling law—definitely tied in now with insurance company investments. Hence, to have urban redevelopment and insurance company

investments in housing, municipalities must be encouraged to adopt the proper ordinances to establish local Redevelopment Authorities. One of the first tasks of the State Board of Housing should be, therefore, an active campaign for the creation of such local Authorities.

State Board of Housing

In 1937 the Legislature adopted the State Board of Housing Law. This Act established a State Board of Housing in the Department of Health, consisting of five persons appointed by the Governor to serve terms of five years each. The Act provides for the appointment of an Executive Director, and of other necessary employees.

The old board has never been effective. The Commission believes that Pennsylvania should have an active and well-staffed State Board of Housing to continuously study the manifold problems of housing as they affect the Commonwealth and its people, and also to coordinate the activities of all arms of the State Government and of local political subdivisions that deal with housing problems.

Legislation

On the advice of the Commission and its Special Counsel for Housing, four bills on housing were submitted to the 1945 Session of the General Assembly. Following is a summary of their main provisions as recommended by the Commission.

*Urban Redevelopment Law*¹

This statute provides for—

1. The creation of a Redevelopment Authority in any city or county by resolution (filed with the Department of State, and the State Housing and Planning Boards) of the city or county governing body that there is need for such an Authority to function within its limits.
2. The determination and fixing by the local planning commission of any area or areas within the locality ready for redevelopment.

Note: All references throughout the report are made to Appendix on page 39, which tabulates Acts of the General Assembly of 1945 relating to recommendations of the Commission.

3. The preparation by the Redevelopment Authority of a detailed redevelopment proposal and redevelopment contract with a private redeveloper, with approval by city council or the board of county commissioners.
4. The assembly and acquirement of any real or personal property by the Redevelopment Authority by eminent domain, if necessary, but with no provision for total or partial tax exemption.
5. Redevelopment by private developers following the consummation of the necessary legal agreements.
6. Selling or leasing by the redeveloper any part of the redeveloped area subject to any covenants in the deed from the Redevelopment Authority.

Redevelopment Cooperation Law ²

This statute empowers the Commonwealth or any State Public Body to (a) dedicate, sell, convey or lease any of its property to a Redevelopment Authority; (b) cause parks, playgrounds, etc., to be furnished in or adjacent to any area selected for redevelopment; (c) furnish, pave, plan or re-plan streets; (d) agree with a Redevelopment Authority or with the Federal Government regarding action to be taken by the Commonwealth or by such State Public Body, which may undertake the entire expense of any public improvement to be made; and (e) do any and all things necessary or convenient to aid and cooperate in the redevelopment undertaken by a Redevelopment Authority.

Life Insurance Company Investments in Housing ³

This statute authorizes life insurance companies to invest their funds in housing to the extent of ten per cent of their admitted assets indefinitely, the law to have no expiration date.

State Board of Housing ⁴

This statute—

1. Transfers the State Board of Housing from the Department of Health to the Department of Commerce.
2. Makes an appropriation for the current biennium in the amount of \$75,000.

3. Amends the powers of the State Board of Housing to embrace the general stimulation of housing development by private enterprise without being limited exclusively to public housing authorities and limited dividend housing companies.

Enactment

The Commission's program, incorporated in the above bills, was adopted in substance by the Legislature although restrictive amendments made in the Insurance Investment Bill (over the objections of the Commission) limited life insurance company investments to the rehabilitation of blighted areas in cities found to require redevelopment. The Commission urges that the next General Assembly seriously consider restoring the emasculated portions of this measure as a part of its legislative program.

Pennsylvania has a special interest in utilizing the construction industry heavily in its post-war plans. In 1939 the construction industry in Pennsylvania ranked third in the United States, involving a total expenditure of \$315,000,000 and employing 142,783 persons. In normal times housing represents almost half the total activity of the industry.

Housing has great social as well as industrial significance, and hence affects many other matters vital to the well-being of the citizens of the Commonwealth. According to census figures, the number of households in Pennsylvania rose from 2,235,620 in 1930 to 2,515,524 in 1940, an increase of 279,904. During the same period, the number of dwelling units increased only by 183,098. The number of added households was 96,806 more than the increase in dwelling units. Some of this may be accounted for by multiple housing accommodations. Some, however, can be attributed only to doubling up, and this solution in no way permanently satisfies the demand for additional housing units.

Since 1940, further demand has pyramided. The phenomenal increase in the marriage rate means thousands of new families in the State. Many of the men and women who have come to Pennsylvania to work in war industries may be expected to stay. The return of our service men under an encouraging G. I. Bill of Rights will probably result in an unprecedented demand for home acquisition. With construction reduced to a

minimum by the absorption of men and material in the war effort, the housing shortage has indeed become acute.

Nor should it be assumed that the demand will level off within a few years. With the aging of the population and the increase in the number of old couples, widows, widowers, and single persons living in houses of their own, the number of households is bound to increase even if the population should remain constant.

There is more to the problem, however, than the building of new houses for new families. Houses grow old and obsolete. They must be replaced. This need for replacement has been neglected for many years. The 1940 United States Census showed that more than one-third of all Pennsylvania non-farm dwelling units were over forty years old; that 16.3% of all dwellings were in need of major repairs and 30.9% had no baths. Of all Pennsylvania farm houses, 28.6% were found to be in need of major repairs.

The financing of home construction and home purchasing, involving the future of our cities as well as the health and welfare of our citizens, are all matters of vital State concern.

HIGHWAYS AND BRIDGES

The Post-War Program of the State Highway Department, approved by the Post-War Planning Commission, contemplates the expenditure of five hundred million dollars spread over a period of five years and timed in such a fashion as to best serve as a cushion against unemployment. It includes the construction and reconstruction of roads and bridges, the elimination of railroad and grade crossings, and the widening and resurfacing of highways.

The program will provide an average of two million man-days of work on an annual basis through direct labor on the job. In addition it is estimated that it will furnish employment for some 30,000 persons in providing necessary materials and supplies, or a total of about 48,000 man-years of employment for an average year.

The Pocono Rim Parkway Project with the concurrence of the State Department of Highways was endorsed by the Commission. A large part of the projected route of the Parkway traverses land already owned by the State. A survey to be made by the State Highway Department has already been authorized by Public Act 149 (July 16, 1941). The \$100,000 appropriated for the purpose (or such part of this sum as might be required) is, under the provisions of the Act, to be refunded to the State from tolls.

The Commission recognizes the legitimate objection to commercial toll roads, but since the Rim Parkway would be constructed entirely for recreational purposes, it believes that an exception to the State's general policy might well be made in this specific instance. Therefore, the Commission recommends the completion of the survey being made by the Department of Highways and the appointment and activation of the Rim Parkway Commission as provided in Act 149.

AIRPORTS

The "Proposed Pennsylvania Airport Plan" was presented to the Post-War Planning Commission by the Aeronautics Commission of the Department of Commerce. The Commission approved the plan and, in connection therewith, endorsed the following legislation which was passed by the 1945 Session of the Legislature:

1. An Act extending the duties of the Aeronautics Commission.⁵
2. An act appropriating the sum of \$2,725,000 for use by the Pennsylvania Aeronautics Commission for the encouragement of aeronautics and the development and maintenance of State airports.⁶
3. An act appropriating for use by the Pennsylvania Aeronautics Commission such moneys in the Motor License Fund as are derived from the tax on liquid fuels sold for use in aircraft, for the encouragement and development of civil aeronautics.⁷

NATURAL RESOURCES

Game

The Pennsylvania Game Commission owns 783,000 acres of State Game Lands, and has 37,800 acres under contract for purchase. This, together with lands under lease for wildlife purposes, makes a grand total of 1,200,000 acres under its control.

A Game Lands Development and Conditioning Program has been prepared by the Game Commission, and approved by the Post-War Planning Commission. It is estimated that the program will provide approximately 1,000,000 man-days of labor during the period when such employment is needed. It includes the following:

1. A general inventory of all State Game Lands, including cover and soil mapping, and such other physical data needed to develop a comprehensive long-term land management program.
2. Construction and restoration of approximately 5,000 miles of boundary and refuge lines, fire and foot trails, and roads for forest fire protection and greater accessibility of game lands. This will include over 350 bridges and 450 public parking areas.
3. Construction of 100 or more water impoundments of various sizes, primarily to benefit migratory waterfowl and fur bearers and also to aid fishing and flood control.
4. Release cutting and thinning operations on approximately 120,000 acres of forest lands to improve wildlife habitats.
5. Planting and transplanting seedlings, developing food plots, constructing feeding shelters and grain storage sheds, filling in mine shafts and cave-ins, and other maintenance and improvement projects to enhance the value of the State Game Lands for wildlife.

It is the Game Commission's purpose to finance this program with its own funds. In 1941 an earmarked "Wartime Reserve" was created. By the time labor, equipment, material and sup-

plies become available, the reserve will be at least \$1,500,000; and this, added to anticipated increased revenues should provide ample finances.

Fish

The Board of Fish Commissioners has adopted a post-war program which will do much toward increasing fishing in public waters. The program as formulated by the Board of Fish Commissioners and approved by the Post-War Planning Commission is as follows:

Hatchery Development and Construction Program

Plans and specifications are already available for the greater part of this work, which will cover construction of ponds, building of bulkheads, extension of electrical systems, hatching houses, garages, and the completion of work already started at the Pymatuning Sanctuary, which will be the largest fresh water fish hatchery in the country. This work will be governed by the amount of money available.

Recreation

There has never been a concerted program dealing with recreation on a State-wide basis. Policies concerning recreation have been handled by the Departments of Commerce, Forests and Waters, Education, Highways, Internal Affairs, Health, and Welfare, the Game Commission, the Board of Fish Commissioners, and during the war emergency period, the State Council of Defense.

The Post-War Planning Commission has attempted to correlate the Recreational activities of the various departments. The program so developed may be summarized as follows:

1. *Roadside Rests*—These are small picnic areas beside highways with safe ingress and egress, part shade, perhaps an overlook, and sometimes equipped with toilet facilities and drinking water. They are not intended for overnight lodging. Roadside Rests add to the comfort of cross-State travel and should do much to pro-

mote the vacation and tourist trade of the State. As a result of legislation suggested and recommended by the Post-War Planning Commission, an amount not to exceed \$150,000 out of moneys in the Motor License Fund, was appropriated to the Department of Highways for the construction, erection and maintenance of a number of roadside rests not to exceed sixty-seven in number.⁸

2. *Community Programs*—Before making comprehensive plans for community recreation, it was felt necessary to have an inventory of the status of existing personnel, equipment and facilities devoted to community recreational purposes in Pennsylvania. Accordingly, the Commission engaged the services of a competent firm of engineers to make a survey by counties of recreational facilities as they now exist in the State. The completed survey, the first of its kind for Pennsylvania, is now on file and further action will be guided by its recommendations. The Commission recognizes the State's obligation in furnishing advice and help needed to raise the standard of recreation especially in certain communities and in stimulating interest in areas where no such facilities exist.
3. *State Recreation Areas to Serve Metropolitan Districts*—The Pennsylvania Parks Association has prepared a plan for Recreational Park areas in Pennsylvania to serve the State's crowded metropolitan districts. Facilities provided by the State Parks, admirable as they are, are located in the Appalachian Range and are inaccessible to Philadelphia, Pittsburgh and other large centers of population. The plan of the Pennsylvania Parks Association recommends a long-range program to develop park areas, close to the ten prominent metropolitan areas in the State. As a start, the Commission has investigated potential recreational facilities within a thirty-mile radius of Pittsburgh. Surveys made in Allegheny, Washington and Beaver counties resulted in a concrete recommendation for the acquisition of recreational areas to serve metropolitan Pittsburgh. (See page 20.)

4. *Department of Forests and Waters*—The income from the vacation and tourist trade in Pennsylvania amounted to over \$300,000,000 in 1940, exceeded only by the steel, machinery and wearing apparel industries. Any program for the development of recreational resources can, therefore, not ignore the important place now held by the vacation and tourist trade in the economy of the State. Nor can it ignore the increasing competition from other states in their expanding recreational programs.

Much of the current and contemplated work of the Department of Forests and Waters has as its purpose the encouragement and development of the State's recreational facilities. The following are some examples of the Department's activities in furthering this end:

State Parks—Improvement and betterment of existing State parks and the acquisition of additional ones by gift or purchase are parts of the general program of the Department. Numerous surveys, maps and reports relating to a State-wide park program are now on file in the Department of Forests and Waters and the Department of Commerce. The Post-War Planning Commission recommends that a competent person be employed to appraise the findings of this research, and lay out a comprehensive, long-range program for the development of Pennsylvania State Parks.

Construction of Dams—This will entail the building of dams on public waters with the acquisition of sufficient land to protect the fishing rights for all time. The work will be done in cooperation with the Board of Fish Commissioners and the ultimate results will further the objective of flood prevention.

Purchase and Creation of Lakes and Ponds—Much of the preliminary work in determining suitable locations is well under way and tentative locations for recreational dams together with acreage and height of dams necessary have been plotted on maps of the several counties. In locating these lakes and ponds the

Department has in mind the providing of additional fishing grounds contiguous to metropolitan areas.

Stream Purchase and Improvement Program—This program will include only those streams found suitable by biological surveys, which have sufficient volume of flow during dry seasons, are at least five miles long, and are located in an area where a reasonable lease or purchase price can be agreed upon. The improvement work where necessary will consist of stone embankments to prevent erosion and protect farm lands, construction of small dams, deflectors, wing walls, etc.

Creation of Lakes by Highway Fill—This is a program with many possibilities but to put it into operation would require a considerable sum of money together with the combined cooperation of the State Departments of Highways, Forests and Waters, Health, Agriculture, the Game Commission and the Board of Fish Commissioners. It is hoped that further study and planning may result in a definite program for consideration by the next session of the Legislature.

The 1945 Legislature appropriated \$16,500,000 to the Department of Forests and Waters for land purchase, reforestation, stream improvement, recreational areas and the encouragement of private forestry. It is the judgment of the Commission that, in the expenditure of this sum, emphasis should be placed on natural recreational areas. The following specific recommendations were made:

1. That the Federal Recreation Demonstration Project Area at Raccoon Creek in Beaver County be acquired by the Department of Forests and Waters as a State Park and that appropriate property in the vicinity of Little Chartiers Creek be also purchased and developed as a State Park.
2. That two additional State Parks be acquired and developed—one near the Philadelphia Metropolitan area and the other near the Scranton-Wilkes-Barre Metropolitan area—the exact site to be determined

after comparative study of potential locations within a thirty-mile radius of the respective metropolitan areas.

3. That additional specific sites near metropolitan areas be investigated by the Department of Forests and Waters in anticipation of their future development as part of a long-range program.
4. That the Secretary of Forests and Waters give consideration to proposed State Park Areas, which, because of outstanding natural features, could be commercialized to encourage and stimulate tourist travel and business into Pennsylvania from other States.
5. That in any proposed purchase of additional State forest land special consideration be given to the acquisition of submarginal lands not having forest cover.

MINERAL RESOURCES

The economy of Pennsylvania is based largely upon her mineral resources. Most of her industries were developed because of available minerals such as high-grade coking coal, petroleum, refractory clays, natural gas, etc. Opportunity for employment in productive industry can best be safeguarded in the post-war period by insuring the continued operation and further expansion of her existing mineral industries.

The State has passed through its period of pioneering extraction and is in a stage of maturity in the cycle of mineral exploration. In consequence it is faced with problems resulting from increased natural difficulties of production of its mineral resources.

Discovery, transport and technology are the factors necessary to combat rising costs due to increased natural difficulties of extraction. Pennsylvania must take advantage of all of these factors; must determine what mineral resources remain and how they can best be utilized; must bring in raw materials from outside for processing in Pennsylvania in conjunction with her own resources; must seek methods of keeping cost of production down and obtain greater recoveries of remaining high-grade resources. She must further develop processes of up-grading and utilizing second-grade minerals, and discover new products and new uses for available minerals not now commercially useful.

In recognition of the need of an extensive program of continuing research in the field of mineral resources, the Commission took the following actions:

1. Urged that sympathetic consideration be given by the Governor to the proposal for development at Pennsylvania State College of a research laboratory in the field of mineral industries.
2. Endorsed an Act making an appropriation of \$125,000 to Pennsylvania State College for use of the School of Mineral Industries for the support of long-range basic problems affecting the mineral industries.
3. Endorsed an Act making an appropriation of \$40,000 to Pennsylvania State College for use by the School of

Mineral Industries under the supervision of the Department of Mines for the purpose of developing new uses and markets for slate and slate products.

4. Endorsed an Act making an appropriation of \$100,000 to Pennsylvania State College for use by the School of Mineral Industries under the supervision of the Department of Mines for the purpose of developing new uses and markets for anthracite and bituminous coal.

AGRICULTURE

A recommended program for Agriculture in Pennsylvania was published and distributed as a special pamphlet of the Commission. Copies of this and other special pamphlets later referred to may be secured upon request.

The principal recommendations of the Commission in respect to post-war agriculture in the State are:

1. That the General Assembly authorize the appointment of a State Conservation Commission. The function of this Commission should be advisory to the Governor and the State agencies concerned, not administrative, the major objective being to promote a coordinated program for conservation. Subsequent developments concerning this recommendation are presented in a separate section of this report. (See page 28.)
2. That legislative action be taken requiring the restoration of agricultural land opened for strip mining of coal, after the coal has been taken out, by returning the soil to the cavities from which it was removed or by planting the area to forest trees.⁹
3. That the proposed State Conservation body recommend to the Governor the appropriate State agency to prosecute each of the several aspects of an inventory of land resources of the State, and a detailed soil survey.
4. That the appropriate State departments or agencies purchase not to exceed 1,000,000 acres of idle or non-productive land during the next fifteen years, such purchase to be made in contiguous blocks of not less than 500 acres each. Acquisitions of land for recreation and wildlife purposes should be distributed geographically with regard to the needs of the population. Recommendations concerning the specific developmental uses of the purchased land should be made by the proposed State Conservation Commission. It is further suggested that legislative provision be made for possible ultimate transfer of lands so purchased to the

counties in which they are located, when administrative and management considerations make this desirable.

5. That the Agricultural Extension Service be primarily responsible for assisting veterans to establish homes on farms through the organization of an advisory committee of farmers in each county and continuing counsel to veterans on farm management.
6. That the Department of Forests and Waters expand its program of extending fire protection to privately owned forest land; develop suitable areas for recreational use by the construction of lakes, ponds and public camp sites; and further that the establishment of county-owned forests on land acquired by reason of non-payment of taxes and otherwise, be encouraged by matching county funds expended for trees and planting; also that legislation be enacted authorizing deferment of taxes on forests and woodlands, under certain conditions, until the crop is harvested.
7. That, subject to the over-all budgetary requirements of the State during the 1945-1947 biennium, the appropriations to the Department of Agriculture for cattle indemnities and the appropriation to the Bureau of Markets be increased.¹⁰
8. That the highly controversial issue of price fixing of milk, evidence on which clearly justifies its elimination, should not be raised at this time, but action should be deferred until the close of the war.

STREAM POLLUTION ABATEMENT

One of the most serious problems confronting the Commission was that of stream pollution. Almost all of the great centers of our population are almost wholly dependent upon the streams of the State for domestic water supplies, as are the various industrial enterprises of the State for water for industrial uses. Clean, pure water is not only an essential in living, but also a necessity in making a living.

Pollution of the State's streams, however, has proceeded virtually unchecked for more than a century. And the more we have become dependent upon our streams for every kind of water supply, the greater has become the extent of contamination. In some areas of the State scarcely a single stream remains unpolluted.

The principal sources of stream pollution may be listed as follows:

1. Municipal sewage.
2. Industrial wastes.
3. Mining operations: Sulphuric acid from mine drainage; coal wastes and silt from mining and processing operations of anthracite coal; deterioration and gradual erosion of old mine dumps; and the washing away and deposit in streams of loose soil and rock debris from coal stripping operations.
4. Soil erosion from unscientific farming and from improper deforestation.

The Commission has given its wholehearted support to every stream clearance project and program. Specifically, it has taken the following actions:

1. A strong recommendation that the State assume its share of the plan of The Interstate Commission on The Delaware River Basin for cleaning up the Delaware River and its tributaries by authorizing \$9,000,000 for this project, \$2,000,000 to be appropriated for the 1945-1947 biennium.¹¹

2. Endorsement of legislation outlawing the dumping of silt into streams such as now occurs most conspicuously in the Schuylkill River Water Shed.¹²
3. Endorsement of legislation making more severe the penalties in the Pure Streams Act so that it will no longer be possible to escape the provisions of the Act by the payment of nominal fines where there has been an intentional or wanton violation of the Act.¹³
4. Endorsement of legislation against the pollution of clean streams by acid mine drainage by providing that the Commonwealth pay the cost of diverting acid mine water from new operations to streams already unclean, where it is reasonably practicable to do so.¹³
5. Endorsement of legislation creating a broad Municipal Authorities Act to enable municipalities to finance sewage disposal plants on a commercial basis.¹⁴

CONSERVATION

The Commission's report on Agriculture stressed the need for a State Conservation Commission. Its survey on Recreation pointed to the need for a State Recreation Commission and its study on the Ports of Pennsylvania concluded that a Port Authority or Commission was necessary if our harbors and ports are to flourish. Study and research in these and other fields cannot be brought to full fruition without activation by some strong continuing directive agency.

There is now no coordinated State policy for the conservation of the major natural resources of the State—land, water, forests, minerals, coal, oil, fish and game. This responsibility is divided among several departments of the State government.

Since it was deemed unwise by the Executive Department for administrative reasons to set up the separate Conservation Commission recommended by the Post-War Planning Commission in its Report on Agriculture (see page 24), the Commission secured the Governor's approval for the formation of a Conservation Committee within the Post-War Planning Commission, consisting of four members of the Post-War Planning Commission and three members of the State Planning Board of the Department of Commerce. Members of the Conservation Committee recently appointed are: Dr. S. W. Fletcher, Chairman, Colonel Richard K. Mellon, Mr. Thomas Kennedy, Mrs. Hannah M. Durham, Colonel J. Hale Steinman, Dr. Alfred H. Williams and Mr. George W. Reily, Jr. Mr. F. A. Pitkin, Director of the State Planning Board, will serve as Executive Secretary to the Committee and the technical staff of the State Planning Board will assist in developing its program.

The function of the Conservation Committee will be advisory to the Governor and all the State agencies concerned, the main objective being to promote a strong, coordinated and continuing program of conservation of all the State's resources.

EDUCATION

After making a survey of the State's educational needs and a study of various proposals made by individuals and groups interested in Education, the Commission submitted to the Governor a report on Education including a number of specific suggestions. Among the documents studied were the recommendations of the Superintendent of Public Instruction, memoranda submitted by heads of various institutions receiving State support, the comprehensive general survey of education in Pennsylvania made under the direction of the Post-War Education Committee of the State Council of Education, recommendations of the College Presidents Association of Pennsylvania, and various studies on taxation relating to the support of the schools including the Report of the School Commission to the General Assembly of the Commonwealth. The specific recommendations and opinions of the Post-War Planning Commission included the following:

1. It called attention to the representative character of the State Council of Education and the constructive service it is rendering in the promotion of education in the Commonwealth. While advising the continuance of the State Council and an increase of its membership and responsibilities, it was the opinion of the Commission that, in the interest of harmony and educational progress, the practice of appointing the Superintendent of Public Instruction by the incumbent Governor be continued.

2. Recognizing the important contributions of the State Teachers Colleges to the education system of the Commonwealth and their potential possibilities for increased service, the Commission recommended the adoption of a system of unified control and management to the end that the plants and facilities of the State Teachers Colleges be used to their full efficiency. While the Commission did not suggest any important expansion of the plants of the State Teachers Colleges, it did recommend that provision be made for the improvement of various power facilities, the rehabilitation of buildings, and the removal of fire, panic, and health hazards.¹⁵

3. The Commission advised that provision be made by the State to supply generous assistance to School Districts for the removal of illiteracy and for adult education for citizenship under standards established by the Department of Public Instruction.

4. As a means of broadening educational opportunity at the higher levels and as a stimulus to superior and ambitious youth in the Commonwealth, the Commission recommended that the number of scholarships offered by the State at the college level be increased; that the scholarship should be a specific amount to be used to defray any of the student's expenses while in a recognized Pennsylvania college taking a full-time course of college grade; and that awards be made on the basis of geographic distribution and individual merit.

5. The Commission concurred in recommendations designed to equalize the burden of financial support among the school districts in order that the State may continuously maintain an adequate minimum program of education.

6. For a number of schools receiving State support which render special types of services, such as The Pennsylvania Soldiers' Orphan School, the Pennsylvania State Oral School for the Deaf, and The Thaddeus Stevens Industrial School, the Commission recommended such plant rehabilitation and expansion as will make possible substantial increases in enrollments.¹⁵

7. In view of the important contribution of Pennsylvania State College to the educational and economic welfare of the Commonwealth, the Commission recommended to the Governor for his consideration proposals for the immediate and long-range development of the College, and a recommendation that in any allocation of funds for the immediate use of the College special consideration be given to the need of the College for a research laboratory in the field of mineral industries and to the development of other laboratory facilities needed for research.

FISCAL POLICY AND TAXATION

In the field of fiscal policy and taxation three pamphlets have been published and distributed by the Commission. Following is a summary of the Commission's recommendations contained therein:

Local Government Finance in Pennsylvania

1. There should be a fair and equitable distribution of the proceeds of the liquid fuel tax resulting in a just share to cities, boroughs and townships.¹⁶
2. State taxation of local units should be eliminated: for example, four-mill tax on municipal bonds¹⁷ and the tax on liquid fuels used in public service by local units.
3. The system of returns of Commonwealth grants to school districts should be classified and modernized.
4. The General Assembly should ask the Local Government Commission to study the following specific subjects and report at the 1947 session with appropriate recommendations and necessary legislation.
 - a. A thorough study of government owned tax-exempt property within the State with a view of finding its location, ascertaining its valuation, and recommending appropriate changes in its present status or devising a system of reimbursement to local governments in lieu of taxation.
 - b. An examination of the present system of tax collection with the object of suggesting improvements or changes for greater economy and efficiency, especially in boroughs and townships.¹⁸
 - c. Modernization of auditing system of local governments.
 - d. Study of the entire system of local government expenditures made mandatory by legislation.
 - e. Study of proper allocation of functions between the State and its political sub-divisions.

5. The General Assembly should create a special legislative commission to study the metropolitan problem in its relation to local government, to the local economy and to general needs of the area.
6. The Bureau of Municipal Affairs in the Department of Internal Affairs should be expanded in recognition of the need for a more comprehensive and continuous study of Pennsylvania local governments.

State Fiscal Policy and Taxation

1. Due to the fact that the present General Fund tax structure yields revenues above anticipated appropriations, some reduction of the taxes supporting the General Fund should be made.¹⁶⁻¹⁸
2. The State's indebtedness is low. However, it would be good policy at this time to use some of the General Fund surplus for further reducing indebtedness.
3. Because of the time lag of more than two years for the State to borrow above the constitutional limit of \$1,000,000, it appears advisable that the legislature consider whether the borrowing provision of the Constitution should be changed either to increase the amount which may be borrowed by the Legislature or to shorten the period of borrowing.
4. A study of past trends of State expenditure for public works shows that the State has followed the policy of undertaking large public works programs in prosperous years and small programs in years of business depression. The economic welfare of the State could be better promoted by reversing such policy. Public works programs should be coordinated with the business cycle.
5. Before enlarging the tax system, an examination of the relationship between State revenues and the income of the State should be made. Enlargement of the tax structure might be harmful to the economic system from which State revenues are derived.

6. There is a margin between receipts from the present tax structure and expenditures. The recommendation was made that the emergency one-cent tax on liquid fuels be abolished as a General Fund tax. If re-enacted the receipts should be placed in the Motor License Fund for distribution to local units for highway and street improvement. This would be a means of enabling local governments to reduce real property taxes.
7. A careful study of personal income taxation should be made to discover its advantages and disadvantages, to determine whether the Pennsylvania tax structure would be improved by enactment of such a tax. This implies a careful study of whether the constitutional provision of uniform taxation which has been interpreted to prohibit an exemption for the low income brackets should be changed.
8. A thorough study to ascertain the advantages and disadvantages of sales taxes should be made.
9. In order to know more about the effects being produced by our system of taxation, a major study of taxation should be undertaken. Some of the lines of inquiry in such a study should be:
 - a. What is the relative burden imposed upon the various classes of business by the tax system?
 - b. What is the incidence of our major taxes?
 - c. To what extent do our taxes accord with ability to pay?
 - d. To what extent does the system of taxation decrease employment and discourage investment in private enterprise?

*The Unemployment Compensation System in Pennsylvania*¹⁹

The Pennsylvania Unemployment Compensation law should be liberalized in the following respects:

1. Provide compensation for partial unemployment.
2. Reduce the waiting period from two weeks as provided in the present law to a one-week period.
3. Provide for an increase in the amount of benefits and a uniform duration of benefits.

STATE INSTITUTIONS

The Commission surveyed the immediate and long-term requirements of the various State institutions and took the following actions concerning them:

Department of Welfare

A special pamphlet on Welfare Institutions was published and distributed by the Commission. In it were reviewed the findings of the excellent surveys of the Ashe Committee on Pennsylvania Penal Institutions and of the Petry Committee on Pennsylvania Mental Hospitals. The building recommendations of these two committees were correlated with the estimated costs of such construction as submitted by the Department of Welfare. The following tabulation gives a condensed picture of the immediate needs of the State's Welfare Institutions:

	<i>Construction and Rehabilitation</i>	<i>Planning and Programming</i>
Mental Institutions	\$47,156,400	
Feeble-Minded Institutions	10,461,820	
Institutions for Epileptics	1,624,800	
	<hr/>	
	\$59,243,020	\$296,215
Penal, Correctional and Juvenile Delinquent Institutions	15,000,000	75,000
Medical-Surgical Hospitals	2,876,400	14,332
	<hr/>	<hr/>
	\$77,119,420	\$385,547
	<hr/>	<hr/>

The Post-War Planning Commission endorsed in general the recommendations of the Governor's Committee on Penal and Correctional Affairs, of the Governor's Board for the Study of Pennsylvania Mental Hospitals and those of the Department of Welfare concerning State medical and surgical hospitals. It must be remembered, however, that the ultimate cost of such comprehensive programs cannot be estimated accurately at this time. Nor should they be approached with too much haste. They should be evolved through meticulous study, slowly and economically, with the long-range goal an ideal toward which to strive, without necessity, however, for immediate over-all accomplishment.

Along with the general endorsement of the plans for adequate extension and rehabilitation of the State's Mental, Correctional and Medical-Surgical Institutions, the Commission recommended that subject to the over-all budgetary requirement of the State for the 1945-1947 biennium, the sum of \$385,547 be appropriated directly to the Department of Welfare for the purpose of planning its future construction and rehabilitation program.

The Commission further recommended that a study be made at once by the Governor's staff to devise appropriate means of financing the construction program of the Department of Welfare as finally determined, and that the Legislature be requested to implement such financing plans as soon as possible.

Department of Health

The following recommendation was made to the Governor by the Commission on the basis of a detailed report received from the Department of Health:

Subject to the over-all budgetary requirements of the State for the 1945-1947 biennium, the following appropriations²⁰ be made for needed construction programs:

Mont Alto Sanatorium	\$ 488,180
Cresson Sanatorium	1,983,850
Hamburg Sanatorium	364,650

Department of Military Affairs

On the basis of a detailed report received from the Department of Military Affairs, the Commission recommended to the Governor that, subject to the over-all budgetary requirements of the State for the 1945-1947 biennial period:

1. The sum of \$266,525 be appropriated to the Department of Military Affairs for repairs and alterations to the State Armories needed to properly house the National Guard immediately at the termination of the war.²¹
2. The sum of \$479,050 be appropriated to the Department of Military Affairs for additions and improvements to State Armories which will be needed to properly house the National Guard in the post-war period.²¹

3. A sum between \$150,000 and \$200,000 be appropriated for the improvements to the Pennsylvania's Soldiers' and Sailors' Home at Erie, Pa.²²

Department of State Police

A comprehensive program on Post-War Building Plans²³ was received from the Commissioner of Pennsylvania State Police and approved by the Commission as follows:

Short-range program, estimated to cost \$1,150,000

1. Acquisition of four leased properties and one additional site, and the erection thereon of five standardized structures suitable for special use as Troop Headquarters Barracks.
2. Construction of a Police Training University, to be used as a school for both State and Municipal Policemen.

Long-range program, estimated to cost \$870,000.

1. Acquisition of three sites and the erection thereon of standardized structures suitable for special use as Troop Headquarters Barracks.
2. Acquisition of two properties, now leased, and the erection of structures suitable for special use as District and Troop Headquarters.
3. Alteration and repair, including the erection of a suitable garage building, of a District and Troop Headquarters now owned by the Commonwealth.

PORTS

At the October 6, 1944, meeting of the Commission, it was decided to have made a comprehensive survey of the possible development of the Ports of Pennsylvania by a firm of competent engineers.

The report, which covers the ports of Philadelphia, Chester, Erie and Pittsburgh, was duly received and transmitted to the Governor, with the following recommendations:

1. That a State Port Authority, or its equivalent, be created in order to give prompt attention to the necessary improvements suggested in the current engineering report in proper order of priority.²⁴
2. That the State should be sympathetic and cooperative regarding its share of the cost of dredging between pierheads and main channels at Philadelphia,²⁵ Chester and Erie.
3. That the protection of Presque Isle Peninsula and the Harbor at Erie should be given immediate attention.²⁴
4. That the Post-War Planning Commission be authorized to continue its port study and develop a definite program.

STATE GRANTS TO POLITICAL SUB-DIVISIONS FOR PLANNING POST-WAR PUBLIC WORKS

The Post-War Planning Commission is authorized by Act No. 413 of the Legislature,²⁶ approved June 4, 1945, to aid political sub-divisions of the Commonwealth in financing plans and specifications for post-war public works, by defraying fifty per cent of the approved estimated cost of the preparation of such plans. According to the law, plans may cover "construction, reconstruction, replacement, addition or improvement of public works including public buildings, highways, drainage and sanitary systems, anti-stream pollution, flood control, airports, parkways, bridges, waterways, waterworks, harbors, parks, recreation centers, forest reservations, slum clearance and housing." The Act sets no ratio between planning and construction costs. However, the Commission has fixed a limit of two per cent of the approved estimated construction cost as the maximum amount it will allocate as the State's share toward the cost of plans and specifications.

The sum of \$1,000,000, or as much thereof as may be necessary, is appropriated to the Commission for the purpose of the Act. The Commission is directed by the Act to allocate the appropriation ratably to the counties "according to their respective populations as shall have been determined by the last preceding United States decennial census." The amount thus allocated to a county may be divided into grants to a number of governmental units in the county area. The Commission has directed that the desirability of a given project from the standpoint of service to the public, the amount of employment to be created by a specific project, and the ability of the local government to finance the construction of the project, are to be considered major factors in making grants. The expert assistance of the various departments of the State government will be sought by the Commission in this connection.

Regulations covering the administration of the Act have been prepared by the Commission and distributed to all the political sub-divisions of the State. Additional copies may be secured by any interested party by addressing a request to the Pennsylvania Post-War Planning Commission, Box 335, Harrisburg, Pa.

APPENDIX

Acts of the General Assembly of 1945 Relating to Recommendations of the Pennsylvania Post-War Planning Commission

<i>Text Reference</i>	<i>Short Title</i>	<i>Bill No.</i>	<i>Act No.</i>
	HOUSING		
1	Creation of redevelopment authorities, elimination of blighted areas, cooperation with other redevelopers.	H-1133	385
2	Redevelopment authorities, aid by State public bodies.	H-1131	383
3	Life insurance companies authorized to invest in city projects in redevelopment areas.	H-1130	382
4	State Board of Housing transferred to Department of Commerce. Powers.	H-1132	384
	AIRPORTS		
5	Assistance given in construction of airports and landing fields by Pennsylvania Aeronautics Commission, Department of Commerce.	H-795	161
6	Development of aeronautics by Pennsylvania Aeronautics Commission, Department of Commerce.	H-821	85A
7	Making an appropriation to the Department of Commerce out of the Motor License Fund.	H-170	40A
	ROADSIDE RESTS		
8	Acquisition of land and construction of roadside rests adjacent to State Highways. Rules and regulations. Appropriation.	H-119	401
	AGRICULTURE		
9	Strip Mining, Bituminous Coal. Regulation.	S-183	418
10	General Appropriation Act.	H-1280	87A
	STREAM POLLUTION ABATEMENT		
11	Delaware River Pollution. Interstate cooperation to prevent and control.	H-662	123
12	Schuylkill River Pollution. To correct existing and prevent future silting.	H-1068	441
13	Pollution of Waters. Further prohibited and regulated.	H-1	177
14	Incorporation and regulation of Municipal Authorities.	S-423	164

APPENDIX—Continued

<i>Text Reference</i>	<i>Short Title</i>	<i>Bill No.</i>	<i>Act No.</i>
	EDUCATION		
15	Appropriation to Department of Supplies for use of State Teachers Colleges, Soldiers' Orphan School, the Pennsylvania State Oral School for the Deaf, and the Thaddeus Stevens Industrial School, etc.	H-139	72A
	FISCAL AND TAX POLICY		
16	Liquid Fuels Tax, temporary additional, distribution to political sub-divisions.	H-62	400
17	Exemption of obligations of municipal corporations from State Personal Property Tax Act, etc.	H-78	397
18	Collection of taxes levied by counties, county institutional districts, cities of the third class, boroughs, towns, townships, certain school districts, and vocational school districts.	S-523	394
19	Unemployment compensation. Rights, obligations and procedure.	S-658	408
	STATE INSTITUTIONS		
20	State Sanatoria, Repairs, etc.	H-67	82A
21	Construction of armories; improvement to Indiantown Gap Military Reservation, etc.	S-73	78A
22	Appropriation to Department of Property and Supplies for use of Soldiers' and Sailors' Home at Erie.	S-103	91A
23	Appropriation to Department of Property and Supplies for Acquisition of land for barracks and training facilities for Pennsylvania State Police.	S-32	77A
	PORTS		
24	Improvement of Ports of Chester, Erie, Pittsburgh and Philadelphia.	H-66	23A
25	Port of Philadelphia. Maintenance, repairs, etc.	S-67	51A
	STATE GRANTS FOR PLANNING POST-WAR PUBLIC WORKS		
26	Financing plans and specifications. Agreements between Pennsylvania Post-War Planning Commission and political sub-divisions.	S-8	413

PUBLICATIONS OF THE PENNSYLVANIA POST-WAR PLANNING COMMISSION

1. Agriculture. 16 pages, January, 1945.
2. Local Government Finance in Pennsylvania, 42 pages, March, 1945.
3. Pennsylvania State Fiscal Policy and Taxation. 42 pages, March, 1945.
4. The Unemployment Compensation System in Pennsylvania. 22 pages, March, 1945.
5. Penal, Mental and Medical-Surgical Institutions in Pennsylvania. 20 pages, April, 1945.
6. State Grants to Political Sub-Divisions for Planning Post-War Public Works. 7 pages, July, 1945.
7. Interim Report. July, 1944-July, 1945. Pennsylvania Post-War Planning Commission. 40 pages, July, 1945.

A limited number of these publications are available for distribution. Requests should be addressed to Pennsylvania Post-War Planning Commission, Box 335, Harrisburg, Pennsylvania.

